

Corporate Parenting Board – 1st February 2016

Title of paper:	Reducing Offending Behaviour: Strategic Priority Statement (SPS) 6		
Director(s)/ Corporate Director(s):	Helen Blackman – Director of Children's Social Care and Vulnerable Children and Families helen.blackman@nottinghamcity.gov.uk	Wards affected: All	
Report author(s) and contact details:	<ul style="list-style-type: none"> - Natalie Pink, Case Manager/Nottingham City Youth Offending Team (YOT) Lead for Children in Care (CiC) natalie.pink@nottinghamcity.gov.uk - PC Sam Flint CiC Police Officer (CiCPO), Nottinghamshire Police, sam.flint@nottinghamshire.pnn.police.uk 		
Other colleagues who have provided input:	<ul style="list-style-type: none"> - Shelley Nicholls, Strategic Lead, Nottingham City YOT shelley.nicholls@nottinghamcity.gov.uk - Hugh Shiel Restorative Justice Lead/Case Manager, Nottingham City YOT, hugh.shiel@nottinghamcity.gov.uk - Inspector James Woolley, Nottinghamshire Police, James.Woolley@nottinghamshire.pnn.police.uk - Boyd Livingstone, Analysis and Insight, Nottingham City Council, boyd.livingstone@nottinghamcity.gov.uk 		
Date of consultation with Portfolio Holder(s) (if relevant)	11 th January 2016		
Relevant Council Plan Strategic Priority:			
Cutting unemployment by a quarter			<input type="checkbox"/>
Cut crime and anti-social behaviour			<input checked="" type="checkbox"/>
Ensure more school leavers get a job, training or further education than any other City			<input type="checkbox"/>
Your neighbourhood as clean as the City Centre			<input type="checkbox"/>
Help keep your energy bills down			<input type="checkbox"/>
Good access to public transport			<input type="checkbox"/>
Nottingham has a good mix of housing			<input type="checkbox"/>
Nottingham is a good place to do business, invest and create jobs			<input type="checkbox"/>
Nottingham offers a wide range of leisure activities, parks and sporting events			<input type="checkbox"/>
Support early intervention activities			<input type="checkbox"/>
Deliver effective, value for money services to our citizens			<input checked="" type="checkbox"/>
Summary of issues (including benefits to citizens/service users):			
<p>This report details the work completed in 2015 to continue to drive a reduction in offending behaviour by children in care (CiC).</p> <ul style="list-style-type: none"> Pilot and adoption of an arrest screening programme for CiC. Network meetings co-Chaired by the CiC Police Officer (CiCPO) and Youth Offending Team (YOT) Lead with Local Authority and private providers. Progress towards the revision of the existing Protocol to reduce the prosecution of CiC. Development of complimentary traffic light 'practice documents' to be piloted in internal homes from November 2015. The continued implementation of a Restorative Justice (RJ) training programme for residential care with a view to extending to foster carers. The contribution of the CiC Police Officer to reducing the risk of CSE among CiC. <p>This report also highlights to the Board, the anticipated impact of £98,000 in-year funding cuts to the YOT by the Youth Justice Board (YJB), and anticipated cuts by partners in 16/17,</p>			

to the maintenance or further development of this work into 2016.

Performance information is summarised. Benchmarking data will be available December 2015 and therefore reported at the February 2016 Board.

Recommendation(s):

1	To recognise the importance of the role of CiCPO and YOT Lead in CiC working together to reduce offending and safeguard CiC. To acknowledge the contribution of the CiCPO in reducing the risk of sexual exploitation for CiC.
2	To note the continued drive for early identification and intervention in offending within the CiC population, to target resources and inform service development, and support the development of restorative approaches to reduce the risk of offending in child care settings. This mirrors YOT Plan 2015-17.
3	To support the sign off and launch of a cross-authority protocol and piloting of practice tools to reduce the criminalisation of CiC in 2016. Residential workers, young people and Social Care managers have been consulted.

1. REASONS FOR RECOMMENDATIONS

1.1 It is proposed that the role of CiCPO and YOT Lead working in close partnership is a model of best practice, as recognised by Ofsted in 2010, 2011, 2012 and 2014. The YOT Lead and CiCPO reported on Nottingham City's work in this area to the YJB, Lord McNally and the Lord Laming Review in 2015. It is believed that this work has contributed towards protecting our CiC from criminalisation and sexual exploitation in Nottingham City. Nottingham City is the only known authority where the CiCPO and YOT lead work in close collaboration, and therefore Nottingham City could be considered a national lead in this area. The CiCPO works closely with the Child Sexual Exploitation Cross Authority Group (CSECAG) and CSE Co-ordinator to plan and deliver measures to reduce the risk of child sexual exploitation (CSE).

1.2 By developing and promoting earlier identification and intervention, and improved analysis of offending within the CiC population, it is anticipated we are better able to use opportunities to divert from prosecution, target resources and improve outcomes for CiC. This is a target outlined within the YOT Plan 2015-17.

1.3 It is recommended that the revised Protocol to reduce the prosecution of CiC (draft) is adopted once approved by signatories. This and complimentary tools will promote a consistent framework of response to young people and carers across placement type, in the management of poor or offending behaviour. It is proposed this will enhance carer's confidence and encourage young people and carers to be accountable to each other.

2. BACKGROUND (INCLUDING OUTCOMES OF CONSULTATION)

Specialist roles: The role of the CiCPO continues to be jointly funded by Nottinghamshire Police/Nottingham City Council, with the CiCPO located within the Targeted Support Team in a Social Care/YOT building. The YOT remains committed to having a Lead for CiC. An alternative Case Manager has been identified as YOT Lead for 2016 to cover maternity leave. Responsibilities will be streamlined and shared between the YOT CiC Lead and Safeguarding Lead. Significant in-year and 2016/17 funding cuts will impact on the scope of the YOT Lead to continue or further develop this area of work.

Rate of offending by Nottingham CiC

2.2 Performance information taken from the annual OC2 statutory return for Children in Care (CiC) shows the number of children and young people, aged over 10, who have been looked after for more than 12 months, and who have been convicted or subject to a pre-Court disposal during the year, for an offence committed while being looked after. In 2014 we reported performance results (as at 31st March 2014) which showed a reduction in offending, with 8.1% (20 children) of CiC who were aged 10 or over being convicted or subject to a final warning or reprimand during the year. Nottingham demonstrated the greatest reduction over this period when compared to region, statistical neighbours (SN) and the England average.

2.3 CC-17 (R) The percentage of Children in Care with convictions/pre-Court disposal

Total number of CiC aged 10 years old or older per financial year								
06/07	07/08	08/09	09/10	10/11	11/12	12/13	13/14	14/15
242	223	216	215	222	225	230	247	250
% of CiC aged 10 years old or older with convictions/cautions and reprimands during each year								
06/07	07/08	08/09	09/10	10/11	11/12	12/13	13/14	14/15
13.00%	9.00%	9.00%	9.80%	9.00%	9.80%	8.70%	8.2%	6.0%

2.4 The Department for Education (DfE) published benchmarking data for all Local Authorities in December 2015, to show our performance, ranking positions and to highlight how our performance compares to national and regional averages. The above figures show that in the last year there has been a significant improvement. In fact the rate of this improvement is three times that of the national average.

2.5 The Children In Care Outcomes Group agreed that a local measure of offending was required to monitor offending within the children in care population, regardless of the time they have been in care. This includes Nottingham City young people placed within and outside of the City boundary. Performance is reported quarterly, two quarters in arrears to ensure that the most accurate and robust view of offending rates. This data shows that whilst the number of qualifying CiC has remained constant, there has been an overall reduction in the number of young people having been convicted of offences, and most notably the number of offences committed between Q1 and Q4 of 1.4% (from 4.9% to 3.5%).

2.6 Local Measure

		Q1 2014-15	Q2 2014-15	Q3 2014-05	Q4 2014-15
a	Number of yp aged 10-17 who were in care during the period	371	372	374	370
b	Of (a), number that committed a proven offence while in care	18 (4.9%)	16 (4.3%)	11 (2.9%)	13 (3.5%)
c	Number of offences	50	24	29	20

2.7 CC-18 (R) The number of children/young people remanded into the Authority's care

The Legal Aid, Sentencing and Punishment of Offenders (LASPO) Act 2012 was implemented in December 2012, and meant that all children and young people (CYP) remanded securely became looked after, with budgets for these placement devolved to LAs from the Youth Justice Board (YJB). Monitoring was introduced to reflect impact of this legislation on the CiC population. Data shows a year on year reduction in the number of young people remanded from 2011/12 to 2014/15.

Remanded Commencing Financial Year	Number of Young People Remanded
2011/12	45
2012/13	40
2013/14	32
2014/15	23

2.8 CiC arrest screening: A pilot took place July – September 2015 in recognition of the challenges of effectively identifying CiC on arrest through YOT and Police systems, and our wanting to take a pro-active approach to prevent inappropriate prosecution. The YOT Lead cross-references daily arrest sheets with CareFirst records to identify CiC at the earliest point and put the Officer in Charge in touch with the team around the child to consider opportunities for diversion where suitable. Where prosecution is appropriate, this promotes the Crown Prosecution Service (CPS) 10 point check list, in order that the Court can make an informed decision as to how to proceed, and prevent unnecessary adjournments. This was reviewed by a multi-agency group in October 2015, who agreed that this is adopted.

2.9 Safeguarding Children in Care Event: A recommendation had been put forward in 2015 for the YOT Lead and CiCPO to plan and facilitate an event focussing on reducing the criminalisation of CiC, following on from a successful event in 2014. It is unfortunate this could not take place, due to a lack of financial resources. Alternative financial resources may be sought for a future event.

2.10 Protocol: Led by Nottinghamshire Police, the CiC Police Officer and YOT Lead are working alongside the Crown Prosecution Service, Service Managers for CiC and Placements Service in City and County to develop a cross-authority protocol, with a view to reducing the criminalisation of Children in Care, embedding restorative justice and early intervention. Progress has been achieved and it is anticipated that this will be signed by signatories in 2016.

2.11 As a direct result of consultation at the 2014 Safeguarding event, the YOT Lead has developed 'traffic light' practice tools for carers and young people, which compliment but are independent of the above Protocol. These communicate the principles of the Protocol to young people, enable them to participate and reflect upon their own risk management, and demonstrate accountability to young people. They provide a framework of 'what we can expect of each other', structured debrief where incidents do not require prosecution, and equip CiC with information around consequences of offending in preparation for adulthood. Signs of Safety and Restorative Approaches are incorporated. Residential staff, foster care managers and the CiC/CL Council have steered the development of these tools, which are due to be piloted across Local Authority homes from November 2015. The YOT Lead attended a Foster Carer Business Meeting in late 2015 to share and consult. However, plans to roll-out to foster carers are impacted by anticipated capacity into 2016.

2.12 Network Meetings: These meetings are used as a preventative resource to identify any concerns and themes around young people's offending/risk in Local Authority and private homes and sign-post as appropriate, with administrative support from the Targeted Support Team. These meetings provide an arena for multi-agency working, the promotion of resources for young people and the sharing of best practice. Feedback from attendees at Network Meetings tells us that these meetings are a valued resource for reflective practice, the sharing of information, to address any concerns at the lowest level and recognise best practice. At present each provider is offered 2 meetings per year. This will be streamlined in 2016 by grouping private providers.

2.13 Restorative Justice: In consultation with the Operational Management Group of Local Authority residential managers, the YOT Restorative Justice Lead proposed a sustainable framework for the training of residential Social Workers and foster carers in restorative approaches, to be rolled out end 2014/15. This includes 1 day awareness raising, accredited training and an opportunity for ongoing staff development. 100 Local Authority residential staff were trained in one day Introduction to Restorative Approaches over four courses in November and December 2014, with a view to progressing to accredited training in 2015/16. This training is available to private providers at a fee, and at present two companies have courses booked to cover staff teams in 2015/16. This package is complimented by promotion, consultation and direct work where appropriate.

2.14 Child Sexual Exploitation: The Assessment of Sexual Harm Arrangements (ASHA) Panel is in place as a referral route for Police, Social Care, Child and Adolescent Mental Health Services (CAMHS) and YOT (Chair) to consider interventions for all young people identified as presenting a risk of sexual harm. This Panel continues to be Chaired by the CSE Co-ordinator for Nottingham City.

2.15 Concern Network meetings are a forum, led by the CiCPO, to discuss low level information indicating a risk of sexual exploitation with NSPCC, Nottinghamshire Police, Social Care, Health, Education, Housing, Taxi Licencing, Voluntary Sector and YOT. Information is collated by administrative support based within the Sexual Exploitation Investigation Unit (SEIU) in order that intelligence can inform existing and future investigations. This information is then shared bi-monthly and informs disruption activity. This model has been recognised by the Home Office during 2015.

2.16 The CiCPO has worked with colleagues to secure funding and a dedicated performance from the Pint Size Theatre Production Company, to explore why and how young people might protect themselves and their peers from child sexual exploitation. A dedicated performance for CiC (City and County) will take place on 24.02.16.

2.17 The CiCPO has also provided CSE training to representatives from the fire service, foster carers, Community Protection Officer's, City Centre Hotels and venues. The CiCPO has also provided training for Local Authority homes on the PREVENT agenda, in order to identify and reduce the risk of radicalisation among CiC.

3. OTHER OPTIONS CONSIDERED IN MAKING RECOMMENDATIONS

3.1 None

4. FINANCE COMMENTS (INCLUDING IMPLICATIONS AND VALUE FOR MONEY/VAT)

4.1 The post of CiCPO is jointly funded by Nottinghamshire Police and Nottingham City Council. Reduction of offending and missing reports has both a short and long term financial benefit across the Authority and partners, as well as safeguarding CiC and improving outcomes. We have observed that police funding cuts have impacted on officers' ability to maintain relationships with homes or provide non-emergency support to them or the CiCPO.

4.2 The YOT Lead role is a specialism incorporated within a case management post. Whilst the YOT continue to be committed to having a YOT Lead post, scope to provide the same level of service and further developmental work will be impacted by funding constraints. The Youth Justice Board has announced £98,000 in-year cuts, and further cuts are anticipated from partners in 2016/17. This will be a challenging environment, is likely to demand an increase in case-loads and require Case Managers to focus on their statutory role to the detriment of specialisms.

4.3 Training in restorative approaches is provided to Local Authority homes by the YOT Restorative Justice Lead free of charge. A fee is charged to private providers, which assists with income generation.

4.4 Funding for LUV U 2 performances is sourced through CSECAG.

5. LEGAL AND PROCUREMENT COMMENTS (INCLUDING RISK MANAGEMENT ISSUES, AND LEGAL, CRIME AND DISORDER ACT AND PROCUREMENT IMPLICATIONS)

5.1 It is proposed these roles minimise risks to both the organisation and young people in care by providing a focus on the needs of this group. The sustainability of these roles are considered instrumental in consolidating and building upon work in this area to date, in an effort to strive for better outcomes for children in care in Nottingham.

6. EQUALITY IMPACT ASSESSMENT

Has the equality impact been assessed?

Not needed (report does not contain proposals or financial decisions) **X**

No ☐

Yes – Equality Impact Assessment attached ☐

Due regard should be given to the equality implications identified in the EIA.

7. LIST OF BACKGROUND PAPERS OTHER THAN PUBLISHED WORKS OR THOSE DISCLOSING CONFIDENTIAL OR EXEMPT INFORMATION

7.1 Draft 'traffic light' practice tools.

8. PUBLISHED DOCUMENTS REFERRED TO IN COMPILING THIS REPORT

8.1 <https://www.gov.uk/government/publications/local-authority-interactive-tool-lait>

8.2 Youth Justice Plan 2015-17

